Message Text

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ACTION AF-06

INFO OCT-01 ISO-00 L-03 NSC-05 PM-03 CIAE-00 DODE-00

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R 231221Z JUN 75 FM AMEMBASSY DAR ES SALAAM TO SECSTATE WASHDC 8728 INFO AMEMBASSY NAIROBI

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NAIROBI PASS COPIES TO REDSO AND AG ATTACHE

E.O. 11652: N/A

TAGS: EFIN, EAID, EPAP, ECON, EAGR, BGEN, ENRG, ETRD

SUBJ: TANZANIAN FY 75/76 BUDGET

REF: A) NAIROBI 4934 B) DAR ES SALAAM A-57

1. SUMMARY: FOLLOWING LAST-MINUTE PERIOD OF FRANTIC SLASHING
OF EXPENDITURE REQUESTS, MINFIN UNVEILED BALANCED FY 75/76
BUDGET OF \$904 MILLION -- WHICH IS EIGHT PERCENT LARGER THAN
LAST YEAR. MINISTER'S BUDGET PRESENTATION IS LONG ON FRANK
DISCUSSION OF DOMESTIC ECONOMIC PROBLEMS BUT SHORT ON INNOVATIVE
MEASURES TO RESOLVE THEM. BUDGET ITSELF DESIGNED TO HOLD LINE
ON RECURRENT EXPENDITURE WHILE INCREASING CAPITAL SPENDING
(HIGH PROPORTION OF WHICH IS PROVIDED BY FOREIGN AID DONORS).
MOST INTERESTING ITEMS NOTED IN CAPITAL BUDGET, WHICH IS
12 PERCENT LARGER THAN LAST YEAR, ARE: (A) SPENDING ON NEW
CAPITAL CITY REDUCED TO THIRD OF AMOUNT REQUESTED; (B) AGRICULTURE
AND WATER SUPPLY BUDGETS INCREASED SHARPLY AS CONSEQUENCE HEAVY
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INFUSIONS OF FOREIGN ASSISTANCE; AND (C) DEFENSE SPENDING UPPED

BY 87 PERCENT. END SUMMARY

- 2. TANGOV ANNUAL BUDGET MESSAGE TO PARLIAMENT OF FINANCE MINISTER MSUYA WAS QUICKLY READ TO COOL AUDIENCE JUNE 12 (FULL ENGLISH TEXT AVAILABLE ONLY ON JUNE 18, PRINTED BUDGETS ON JUNE 20) BY MINISTER IN DULL MONOTONE. DESPITE STARKNESS OF PRESENTATION AND RECEPTION, SPEECH WAS HIS BEST SINCE BECOMING FINANCE MINISTER IN 1972, IF FOR NO OTHER REASON THAN HE CLINICALLY FOCUSED HIS ATTENTION DIRECTLY ON CRITICAL PROBLEMS CONFRONTING THE TANZANIAN ECONOMY. AS ONE SENIOR BANKING OFFICIAL NOTED AFTERWARD, INTERNAL ECONOMIC SITUATION HERE HAS DETERIORATED SO MUCH IN LAST THREE YEARS THAT HE COULD NOT AVOID DISCUSSING IT
- 3. DURING WEEKS IMMEDIATELY PRECEDING PRESENTATION OF BUDGET, THERE WAS EXTENSIVE SCALPEL WORK ON DEPARTMENTAL BUDGETS OF ALL GOVERNMENT AND STATE-OWNED CORPORATIONS. IN THIS ACTIVITY, MSUYA WAS GIVEN YEOMAN SUPPORT BY DEVELOPMENT PLANNING PRINCIPAL SECRETARY JUSTIN RWEYEMAMU WHO, SINCE TAKING OFFICE YEAR AGO, IS PROVING TO BE AN UNUSUALLY CONSTRUCTIVE FORCE IN COPING WITH ILLS OF TANZANIAN ECONOMY.
- 4. AS CUSTOMARY, MSUYA BEGAN WITH ECONOMIC SURVEY WHICH LOW-KEYED MOST OF EXTERNAL INFLUENCES WHICH TANZANIAN POLITICIANS ARE FOND OF DWELLING UPON TO EXPLAIN ECONOMIC DIFFICULTIES AT HOME. TURNING AWAY FROM THOSE OUTSIDE FACTORS (DOUBLE-DIGIT INFLATION IN DC'S, SPIRALING ENERGY COSTS, AND DROUGHT IN LDC'S) "WHICH ARE CERTAINLY BEYOND OUR CONTROL," HE NOTED NEED "TO UNDERSTAND THEM WELL SO AS TO TAKE APPROPRIATE POLITICAL ECONOMIC MEASURES TO ADJUST OUR PLANS AND PROGRAMMES...TO ALLEVIATE THEIR IMPACT ..."TO EXPLAIN INTERNAL ECONOMIC DIFFICULTIES, HE ASKED HIS LISTENERS TO CONSIDER "PROBLEMS WHICH ARE WITHIN OUR CONTROL: (A) "A FACTORY WE ARE NOT UTILIZING FULLY... OVER EMPLOYS PEOPLE... (AND WHERE) MANAGEMENT AND WORKERS (ARE) NOT WORKING HARD ENOUGH EFFICIENTLY TO REDUCE PRODUCTION COSTS AND INCREASE SURPLUSES" (I.E. PROFITS); (B) "AGRICULTURE (WHERE) WE FAIL TO CULTIVATE ENOUGH ACREAGE AND FAIL TO ATTEND TO OUR CROPS PRO-PERLY"; AND (C) "IF FARMERS HAVE GROWN CROPS, BUT OUR MARKETING INSTITUTIONS HAVE BEEN UNABLE TO RENDER REQUISITE SERVICES, RESPONSIBILITY FOR THE ECONOMIC CONSEQUENCES IS FULLY THEIRS." LIMITED OFFICIAL USE

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SEVERAL PLACES IN HIS MESSAGE MSUYA EXPRESSED CONCERN REGARDING DECLINES IN PRODUCTIVITY IN ALL SECTORS OF ECONOMY. AS ONE NEW MEASURE HE ANNOUNCED ESTABLISHMENT OF WATCHDOG AGENCY IN MINFIN WHICH WILL "SEE TO IT THAT (RESOURCES OF STATE-OWNED CORPORATIONS) ARE EFFICIENTLY UTILIZED TO INCREASE PRODUCTION. THOSE WHICH FAIL TO GENERATE SURPLUSES WILL HAVE TO CLOSE DOWN," MSUYA WARNED.

5. TO OVERCOME ECONOMIC DIFFICULTIES FACING TANZANIA, MSUYA PROPOSED FOLLOWING: (A) "WE HAVE TO CONTINUE THE CALL OF THE PARTY ON 'AGRICULTURE AS MATTER OF LIFE OR DEATH' AND... ACHIEVE INCREASED PRODUCTION OF FOOD AND EXPORT CROPS." HERE HE ALSO ASKED FARMERS IN SPECIFIC MARGINAL CORN PRODUCING AREAS TO CULTIVATE MORE DROUGHT-RESISTANT CROPS LIKE SORGHUM AND FINGER-MILLET. HE CAREFULLY SKIRTED ISSUE OF PREDICTING CURRENT FOOD-GRAIN HARVEST (AND AVOIDING PREVIOUS YEAR'S PITFALL OF PROVIDING TOO HIGH AN ESTIMATE) BY SAYING "IF WE GET ENOUGH RAINS, GOOD HARVESTS ARE EXPECTED". (B) CUT HIGH COSTS OF ENERGY IMPORT BY INCREASING "PRODUCTION OF HYDRO-ELECTRICITY... AND USE OF CHARCOAL" (C) OUTLINED TANGOV PLANS AND OBJECTIVE OF WHAT LOOKS TO BE MAJOR DRIVE TO INCREASE EXPORTS. ANALYZING FIGURES FOUND IN HIS BUDGET MESSAGE, MSUYA ANTICIPATES DURING NEXT FISCAL YEAR TANZANIA WILL EXPORT OVER 50 PERCENT OF SUGAR PRODUCTION: ALL CANNED MEATS; ALMOST ONE-FIFTH OF TEXTILE PRODUCTION AS WELL AS INCREASE EXPORTS OF TRADITIONAL AGRICULTURAL COMMODITIES. TO ENCOURAGE EXPORTS, MIX OF REDUCED COMMODITY EXPORT TAXES (ON COFFEE AND HIDES) AND INCREASED SALES TAXES ON TWO MASS-PRODUCED MANUFACTURED GOODS (CIGARETTES AND TEXTILES-- THUS ENCOURAGING THE EXPORT OF DOMESTICALLY PRODUCED RAW MATERIALS OR FINISHED PRODUCT). MOST WELCOME AMONG THESE IS EXPORT TAX ON COFFEE WHICH WAS NOT ONLY HIGHER THAN WARRANTED IN FACE OF DECLINING WORLD PRICE AND MOUNTING PRODUCTION COSTS, BUT PLACED GRADUATED IN-CIDENCE OF TAX ON HIGHER QUALITY GRADES OF COFFEE. WE ALSO UNDERSTAND THAT EXPORT INCENTIVES WILL BE ANNOUNCED LATER ON-A PROGRAM MSUYA REFUSED TO CONSIDER UNTIL NOW. (D) CONTINUE AND STRENGTHEN CONTROLS WHICH CUT BACK ON NON-ESSENTIAL IMPORTS.

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R 231221Z JUN 75 FM AMEMBASSY DAR ES SALAAM TO SECSTATE WASHDC 8729 INFO AMEMBASSY NAIROBI

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REF: A) NAIROBI 4934 B) DAR ES SALAAM A-57

6. PROJECTED BOP DEFICIT: MSUYA ANTICIPATES EVEN WITH INCREASED PRODUCTION AT HOME AND INCREASED EXPORTS ABROAD THAT TANZANIA WILL EXPERIENCE LARGE TRADE ACCOUNT DEFICIT IN NEIGHBORHOOD \$240 MILLION IN 1975 (AGAINST \$370 MILLION TRADE DEFICIT IN 1974). IN ADDITION TO INSTITUTING MEASURES OUTLINED IN PARA 5, MSUYA SERVED NOTICE "THAT TANZANIA WILL CONTINUE TO STRESS AT INTERNATIONAL FORMS (SIC) THE NEED TO ADJUST PRESENT WORLD TRADING SYSTEM TOWARDS MORE JUST WORLD TRADING ARRANGEMENT."

7. WHEN EXPLAINING TANZANIA'S BOP PROBLEM HE MADE COMPARISONS

BETWEEN PRESENT COSTS OF FOOD AND ENERGY IMPORTS WITH WHAT THEY WERE THREE YEARS AGO. HE CAME AS CLOSE AS ANY TOP-RANKED TANGOV OFFICIAL TO OPENLY CRITICISING OPEC COUNTRIES WHEN DETAILING RISING COST OF ENERGY IMPORTS. ALTHOUGH HE CALLED RISE IN OIL PRICES "UNDERSTANDABLE" HE ALSO EXPLAINED TANGOV "BELIEVES LIMITED OFFICIAL USE

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THAT THOSE OIL PRODUCING COUNTRIES WHO HAVE INCREASED THEIR EARNINGS FROM THE PRICE INCREASES WILL FULFILL THEIR OBLIGATIONS BY INCREASING FINANCIAL ASSISTANCE IN THE FORM OF GRANTS AND SOFT LOANS TO ENABLE COUNTRIES LIKE OURS TO STRENGTHEN THEIR ECONOMIC BASE." IN ADDITION MSUYA NOTED KUWAIT LOAN TO EXPAND TANZANIAN TEXTILE PRODUCTION CAPACITY AND PROCLAIMED HIS BELIEF "THAT SIMILAR FINANCIAL ASSISTANCE WILL COME FROM OTHER FRIENDLY OIL PRODUCING COUNTRIES."

8. EAST ARICAN COMMUNITY (EAC): SIGNIFICANT PORTION OF BUDGET SPEECH DEVOTED TO FINANCIAL DIFFICULTIES OF EAC AND WILL BE SUBJECT OF SEPARATE MESSAGE.

9. THE BUDGET -- REVENUE: GY 75/76 BUDGET IS \$904 MILLION AND DRAFTED TO BALANCE BUT CHANGES IN TAX LEGISLATION REQUIRED TO INCREASE INFLOW OF REVENUE BY \$72 MILLION TO ACHIEVE BALANCE. EAC PARTNER-STATE AGREEMENT TO CHANGE COMMUNITY TAX LAWS (SEE PARA 6(C) OF REFTEL) IS EXPECTED TO PROVIDE REVENUE TO COVER ONE-FIFTH OF REVENUE GAP. IN ADDITION THERE WILL BE INCREASES IN REVENUE RESULTING FROM NEW INCREASES IN TAXES ON TEXTILES AND

CIGARETTES, AND GASOLINE TAXES HAVE BEEN INCREASED (ALTHOUGH THIS LOOKS TO BE LARGELY A POCKET-SWITCHING MEASURE SINCE GOVERNMENT OFFICES AND STATE-OWNED COMPANIES CONSUME BULK OF GASOLINE MARKETED HERE. MOST OF OTHER TAX INCREASES AIMED AT DRINKING MAN WHO WILL NOT ONLY HAVE TO PAY MORE FOR SOFT DRINKS, BEER, HARD STUFF, BUT WILL HAVE HIS WATER RATES HIKED AS WELL. WHILE THESE INCREASES WILL PROVIDE ADDITIONAL REVENUE THERE IS LARGER QUESTION AS TO WHETHER THEY WILL ALSO MAKE UP FOR REVENUE LOST FROM IMPORT DUTIES ON LUXURY GOODS (NOW THAT THEY ARE ALL BUT BANNED) AND EXCISE TAXES ON LOCALLY-MANUFACTURED GOODS NOW THAT FOREIGN EXCHANGE RESTRICTIONS HAVE WORKED TO REDUCE IMPORTS OF THE RAW MATERIALS LOCAL INDUSTRIES REQUIRE.

10. EXPENDITURE: ANY ANALYSIS OF FY 75/76 BUDGET MUST COPE WITH PROBLEM OF ERRORS AND OMMISSIONS FOUND IN PUBLISHED DOCUMENTS. FOR EXAMPLE, TOTAL RECURRENT BUDGET PRESENTED TO PARLIAMENT BY MSUYA IS \$29 MILLION LOWER THAN THE ONE FOUND IN PUBLISHED BUDGET. USING PRINTED BUDGET, TOTAL FY 75/76 SPENDING IS TO BE EIGHT PERCENT OR \$81 MILLION LARGER THAN LAST. RECURRENT SPENDING IS TO RISE MODESTLY (THREE PERCENT AND HALF OF BUDGETED FOR DEBT SERVICE ALONE) WHILE CAPITAL BUDGET TO CLIMB LIMITED OFFICIAL USE

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12 PERCENT. CAPITAL BUDGET IS \$367 MILLION AND ACCOUNTS FOR 41 PERCENT OF TOTAL BUDGET.

11. FOREIGN ASSISTANCE: NEW BUDGET SUGGESTS FOREIGN AID IS TO BE \$201 MILLION AND IS TO ACCOUNT FOR 55 PERCENT OF CAPITAL BUDGET..OR 22 PERCENT OF TOTAL BUDGET. HOWEVER, EXTERNAL ASSISTANCE NOT ALWAYS CLEARLY IDENTIFIED AND SWEDISH AID MISSION, WHEN CHECKING BUDGET FIGURES, FOUND SO MANY OVERSIGHTS THAT THEY PREPARED THEIR OWN TABULATIONS WHICH SHOWED THAT 66 PERCENT OF NEW CAPITAL BUDGET WILL BE UNDERWRITTEN BY FOREIGN ASSISTANCE. THIS DOES NOT INCLUDE ADDITIONAL BOP ASSISTANCE BY DC'S THAT APPEARS TO BE REQUIRED OVER NEXT 12 MONTHS.

12. BUDGET DETAILS: FOLLOWING REVIEWS THOSE SECTIONS OF BUDGET OF PARTICULAR INTEREST.

(A) AGRICULTURE: RECURRENT SPENDING ON AGRICULTURE IS TO BE DOWN FOUR PERCENT FROM PREVIOUS FY AT NATIONAL LEVEL AND DOWN 15 PERCENT IN THE REGIONS (TAKING BOTH RECURRENT BUDGETS FOR AGRICULTURE, TOTAL SPENDING IS SLATED TO BE \$22.9 MILLION OR 5 1/2 PERCENT OF TOTAL RECURRENT BUDGET). CAPITAL SPENDING ON AGRICULTURE, HOWEVER, SHOWS MARKED IMPROVEMENT -- \$76 MILLION FOR NEXT YEAR OR 64 PERCENT GREATER THAN LAST. THE LARGEST SINGLE ITEM IS SUGAR (\$25 MILLION). INCREASES (PRIMARILY FOR LIVESTOCK, CASHEWS, TOBACCO, AND TEA PRODUCTION) ARE FOR EXPORT CROPS AND MOST CAPITAL FUNDING (\$64 MILLION OR 85 PERCENT) IS TO BE PROVIDED BY FOREIGN AID DONORS.

(B) DEFENSE & SECURITY: PUBLISHED BUDGETS OF HOME AFFAIRS, DEFENSE, NATIONAL SERVICE (LATTER LISTED AS \$9 MILLION--SUGGESTING, GIVEN ITS SIZE, THAT SOME OF ITS OPERATING COSTS ARE HIDDEN IN BUDGETS OF REGIONS) ARE 19 PERCENT ABOVE THOSE APPROVED LAST FY. SECURITY SPENDING NOW ACCOUNTS FOR 27 PERCENT OF TOTAL OF MINISTERIAL BUDGETS. THIS INCLUDES SEVEN PERCENT INCREASE IN RECURRENT SECURITY SPENDING -- NOT SURPRISING GIVEN INCREASES IN MILITARY PAY EARLIER THIS YEAR. PERHAPS SINGLE-MOST SURPRISING ITEM IN BUDGET, GIVEN ITS AUSTERITY CAST, IS SHARP INCREASE IN CAPITAL SPENDING ON DEFENSE. NEXT FY IT WILL BE \$52.4 MILLION -- UP 87 PERCENT OVER LAST FY OR UP 330 PERCENT FROM FY 72/73 BASE YEAR WHEN \$12.2 MILLION WAS THE DEFENSE CAPITAL BUDGET.

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(C) EDUCATION: \$108 MILLION BUDGET IS UP 15 PERCENT AND ACCOUNTS FOR 12 PERCENT OF BUDGET. COMPARED WITH PREVIOUS YEAR, NEW BUDGET TRIMS AWAY GOODLY AMOUNT FAT AND NOW WANTS TO INCLUDE SOME ADDITIONAL AGRICULTURAL TRAINING CAPACITY AND WHAT APPEARS TO BE SOME TOOLING UP FOR UNIVERSAL PRIMARY EDUCATION PROGRAM TARGETTED TO BE IN FULL OPERATION IN 1977. ALTHOUGH USEFUL EXPANSION IN PRIMARY TEACHING STAFF (BUDGET INCREASED BY 13 PERCENT) TO IMPLEMENT PROGRAM, IT DOES NOT APPEAR ADEQUATE TO HAVE ENOUGH TEACHERS IN FRONT OF BLACKBOARDS BEFORE DEADLINE TWO YEARS FROM NOW.

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R 231221Z JUN 75 FM AMEMBASSY DAR ES SALAAM TO SECSTATE WASHDC 8730 INFO AMEMBASSY NAIROBI

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(D) INDUSTRIES: CAPITAL BUDGET IS UP BY ONE-THIRD AND IS FOURTH LARGEST CAPITAL ITEM. LARGEST EXPENDITURES ARE FOR TEXTILES AND CEMENT PLANTS.

- (E) WATER AND POWER: AFTER AGRICULTURE, WATER AND POWER MINISTRY HAS SECOND LARGEST CAPITAL BUDGET AND, LIKE AGRICULTURE, MOST OF FUNDS (84 PERCENT) COMES FROM FOREIGN AID DONORS.

 THREE-QUARTERS OF BUDGET (DOUBLE FY 74/75 BUDGET) IS FOR WATER SUPPLY PROGRAMS. THUS FINANCIAL MUSCLE IS PROVIDED TO IMPLEMENT CRASH PROGRAM TO BRING WATER TO PORTION OF THE VILLAGES FORMED AT TIME LAST YEAR'S VILLAGIZATION PROGRAM WHICH MOVED PEOPLE TO LOCATIONS WITH DIFFICULT WATER SUPPLY PROBLEMS.
- (F) WORKS AND COMMUNICATIONS: ROAD BUILDING BUDGET DOUBLED -- ALMOST ENTIRELY BY ECONOMIC AID. BUDGET FOR FEEDER ROADS IN RURAL AREAS DOUBLED BUT STILL ONLY \$5.6 MILLION. ROAD MAINTEN-LIMITED OFFICIAL USE

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ANCE APPEARS TO HAVE BEEN TRIMMED BELOW ALREADY LOW LEVELS. COMMUNICATIONS BUDGET HAS TWO INTERESTING ITEMS -- JAPANESE-SPONSORED \$1 MILLION ARUSHA-MUSOMA RAILROAD SURVEY AND \$5 MILLION OPERATIONS BUDGET FOR TAZARA.

(G) NEW NATIONAL CAPITAL: GOVERNMENT SPENDING ON NEW CAPITAL AT DODOMA IS SLATED TO RISE MUCH LESS THAN PLANNED. RECURRENT BUDGET IS UP 10 PERCENT TO \$1.5 MILLION AND, WHILE CAPITAL SPENDING IS TO CLIMB 80 PERCENT, NEW CAPITAL BUDGET IS ONLY \$4.6 MILLION.

DODOMA REGION RECURRENT BUDGET IS INCREASED 17 PERCENT (WITH MOST OF THESE FUNDS ASSIGNED TO EXPAND COMMUNITY SERVICES) BUT ITS CAPITAL BUDGET IS TO DECLINE BY QUARTER. WE UNDERSTAND, FROM MINISTRY OF LANDS SOURCE, BUDGET FOR NEW CAPITAL WAS CUT TO ONE-THIRD OF THAT REQUESTED AND BANKER HAS TOLD US THAT ACTIVIST SENIOR OFFICIAL IN CHARGE OF DEVELOPING NEW CAPITAL CITY "IS FURIOUS" OVER SLASHED BUDGET.

13. COMMENT: AS NOTED IN BUDGET ANALYSIS ABOVE, WE ARE BOTH IMPRESSED AND ENCOURAGED BY MSUYA'S CRITICAL AND CANDID REVIEW OF WEAKNESSES AND DEFICIENCIES OF TANZANIAN ECONOMY AND CORRECTLY POINTING OUT THAT THEY ARE FOR TANZANIA TO RESOLVE. HIS THREAT TO CLOSE DOWN UNPROFITABLE STATE-OWNED CORPORATIONS WILL, WE BELIEVE, BE EASIER SAID THAN DONE. NEVERTHELESS, HIS PRESENTATION ACCURATELY MIRRORS CONCERN OF MANY, STARTING WITH NYERERE. OVER DECLINE IN PRODUCTIVITY AND FEELING AMONG TECH-NOCRATS THAT DRASTIC CHANGES IN GOVERNMENT POLICIES AND PRIORI-TIES ARE OVERDUE (REFAIR).

14. APART FROM MSUYA'S FORTHRIGHT PRESENTATION OF DIFFICULT SITUATION FACING ECONOMY, WE SEE LITTLE IN HARD IMAGINATIVE MEASURES THAT LEAD TO RESOLVING OUTSTANDING ECONOMIC PROBLEMS. THE EXPORT PROMOTION CAMPAIGN, APART FROM TEXTILES AND MARGINAL INCREASES IN SOME COMMODITY EXPORTS SEEMS LIKELY TO BE SUCCESSFUL ONLY AS A SUBTERFUGE TO EXPLAINING WHY THERE ARE SHORTAGES OF CONSUMER GOODS AT HOME. UNDER BEST OF CIRCUMSTANCES TANZANIA'S HIGH LABOR COST WILL MAKE IT DIFFICULT FOR COUNTRY TO GAIN OVER-SEAS MARKETS. IN CASE OF SUGAR, FOR EXAMPLE, ABLE CHIEF OPERAT-ING EXECUTIVE OF STATE-OWNED SUGAR COMPANY FORE-SEES REAL DIFFICULTIES IN IDENTIFYING MARKETS FOR HALF THE 60,000 TONS OF SUGAR HE INSTRUCTED TO EXPORT THIS FY.

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